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ABSTRACT

The State of Ohio has been offering successful supplementary programs in the basic skills under the Education Consolidation Improvement Act Chapter 1 for over 20 years. Almost all Ohio school districts provide Chapter 1 services. An average of 140,000 children have been served over the past five years. Most are from migrant and other low income families, but special programs also serve handicapped, neglected, and delinquent children in state operated facilities. Eighty-three percent of all expenditures are directed toward reading programs; 10 percent toward mathematics. Students usually qualify on the basis of low achievement test scores. Some of the most profound program benefits result from the involvement of parents and other community members in classroom activities as well as in educational planning and funding. Numerous case studies of former students, teachers, and parents illustrate the variety of program content and affirm the program's success. Photographs of students and teachers illustrate the text. (FMW)

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CHAPTER 1

Meas res Up

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Chapter 1
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Of a good beginning cometh a good end, wrote John Heywood in the sixteenth century. He could have been talking about Chapter 1 in the twentieth century.

Society tends to measure a "good end" by the tokens of success: paychecks, diplomas, material goods. But big successes have their beginnings in small ones. Tying your shoe is a triumph if you haven't been able to do that before.

Though we may have difficulty remembering the first time we rode a bicycle or read aloud to the class, we are sure of this: People who experience small successes as children are much more likely to reach their potential as adults.

This is the premise of Chapter 1 of the Education Consolidation and Improvement Act, enacted by Congress in 1965 as Title I of the Elementary and Secondary Education Act. Its purpose is to cut the roots of educational failure, by ensuring that more children experience success in school.

Chapter 1 funds go to areas with high concentrations of low-income families and to districts with children of migrant agricultural workers. Handicapped, neglected, and delinquent children who attend school in state-operated facilities are served by special provisions of the act. Most Ohio school districts are eligible for Chapter 1 funds.

Chapter 1 provides supplemental instruction in basic skills to children who qualify, usually on the basis of low achievement test scores. Because so much learning takes place very early, most Chapter 1 instruction is concentrated in the early grades. In Ohio, 95 percent of the children receiving Chapter 1 instruction are in grade six or below. Seventy percent are in grades one through four. In some districts, Chapter 1 funds are used in prekindergarten for four-year-olds.

Chapter 1 has been helping at-risk children in Ohio for more than two decades—long before the term "at risk" came into vogue—because programs are designed specifically to fulfill the legislative intent. Services are directed at selected educationally disadvantaged children. The emphasis is on diagnostic/prescriptive instruction in the basics. (Eighty-three percent of all expenditures are directed toward reading; 10 percent toward mathematics.) The vast majority of Ohio's Chapter 1 programs take place during the regular school year; instruction is coordinated with the child's regular classroom work. The classroom teacher, the Chapter 1 teacher, parents, and administrators at the state, district, and building levels work cooperatively to make sure that the child experiences educational success.

Some of Chapter 1's most profound benefits come from the involvement of parents and other community members in classroom activities as well as in educational planning and funding. Whole families adopt educational concepts. The home becomes an extension of the school, and the community becomes a caring circle that nurtures its greatest resource—the children.

Chapter 1's effectiveness can be viewed in terms of the number of children it reaches (an average of 140,000 in each of the past five years). It may be seen in the extent of its availability. Almost all of Ohio's school districts provide Chapter 1 services.

But perhaps the best way to see how Chapter 1 measures up is to see the differences it has helped make in people's lives. In the following pages, you will meet several of the hundreds of thousands of Ohioans whose lives have been touched by Chapter 1—some of the "good ends" that came from Chapter 1 beginnings.

Note: The following stories are true. They are based on interviews with former students, their teachers, and parents. Out of respect for their privacy and because each experience may be representative of many others, the people in these stories have been given fictitious names.

The Education Consolidation and Improvement Act changed Title I to Chapter 1, but its premise and purpose remained the same. People who attended school before 1982 were in Title I. However, in the following profiles, the program will be referred to as Chapter 1, regardless of whether the subject knew it as Title I or Chapter 1.

He was really frustrated. He didn't want to read. Now he likes to read. You can't keep him from reading.

CHAPTER 1 PARENT

Whoever unlocks the printed page opens the future for a child. Reading is the key to self-worth, to following what's going on in class, to earning the teacher's "Well done!"

Chapter 1 instruction in Ohio is heavily weighted toward the basics. Reading has the highest priority. Nearly 89 percent of regular-term participants and 95 percent of summer-term pupils receive instruction in this area.

Most children selected for the extra help that Chapter 1 provides leave their regular classroom each day for a half hour or more of intensive, personalized instruction. There is no such thing as failure. The Chapter 1 teacher uses multiple resources and involves every sense—touch, taste, smell, hearing, as well as sight—to impart the meanings of words and to give youngsters confidence in their reading ability.

Andy (who now "measures up" to over six feet) seems hardly the same person as a shy, tense little boy who started first grade eleven years ago. Failing first grade, he qualified for Chapter 1 services and not only became an avid reader but found the confidence to become a talented athlete as well. As a high school senior, he led his team through a winning basketball season, maintaining average grades despite a hectic practice schedule.

"Off the basketball court," a guidance counselor says, Andy "has all the characteristics that you would wish to see in a young man. He's a good school citizen; he's polite; he has a sense of humor; he's fun to be with.

"He's made it comfortably through high school," the counselor says, and the likelihood is great he'll be a winner as he moves into the world of work.

I can think back and still see the vowels hanging on the wall and us reviewing the vowels daily and sounding out words. And that's how I teach my students. I still use that system, sounding out words—the phonetic approach to reading. The kids pick it up and they understand.

TEACHER AND FORMER CHAPTER 1 STUDENT

One teacher has a special bond with her pupils because she once sat in the very same Chapter 1 classroom in which she's now teaching. It was sixteen years ago, Joan recalls. She was in the second grade.

She remembers not really understanding why she was leaving her regular classroom and going to the Chapter 1 classroom. "You know you're getting a little help, but you don't know what it's for," she says. But the teacher made the class enjoyable, and the second grader absorbed the learning that enabled her to complete high school and college and reach her goal of becoming a teacher.

Her students know exactly why they are in Chapter 1, for they have her example. She is not only their teacher but their mentor. What she did, they, too, can do. "I was in this program," she tells them. "I went to college, and I'm a teacher now.

"And then," Joan says, "some of the older ones say, 'Wow, I'm not a dummy. She's just helping me.' And they understand what it's about, and they enjoy it then."

I just feel that the early training he had in Chapter 1 helped him realize, 'I don't have to give up. I can make it, because there is help for me.' He has had some down days, but he is able to bring himself back up.

PARENT OF COLLEGE STUDENT

Chapter 1 ensures success by providing highly individualized instruction. Through personalized teaching, children learn first to like the teacher, then the subject, then themselves. Children can't *not* like someone who spends some time with them each day, listening to them read, patiently correcting their mistakes, and assuring them that they're better than they were the day before.

This tutorial style had lasting value for a little boy whose reading problem came from an eye dysfunction that defied diagnosis. Jerry is now a sophomore in college, majoring in industrial arts, which he plans to teach. He will also continue to help run the family's marina business.

College work does not come easily for Jerry, but he is succeeding at it because he knows where—and when—to turn for help.

"Jerry really has to work hard," his mother says, "but he doesn't hesitate to find himself a tutor. In fact, usually after the first week of a course he knows if he is going to have trouble. Right now, he is having trouble with math, and he went out and got a tutor right away."

We did everything together from library research to athletics. We were there about six hours a day. We worked about two and a half hours on reading skills and then two and a half hours on library skills, with a volleyball or softball game in between.

RETIRED CHAPTER 1
TEACHER

Though today almost all Chapter 1 instruction takes place during the regular school year, in the early days some school systems operated a summer school for older students who had not yet been "turned on" to education. Ken recalls that the first Chapter 1 class he taught consisted of 18 students ranging from fifth to ninth grade. Most were boys who had resisted the structure of the regular classroom.

A physical education component broke up the long hours of school work and taught the youngsters physical skills to go along with language and comprehension. The now-retired teacher recalls the class as "one big happy family."

Recently, one of the "family," now a distinguished-looking gentleman, returned to the community for a visit. His teacher of many years earlier recognized him, and they reminisced about their Chapter 1 days. "I'll never forget that summer," said James, now a prosperous certified public accountant in his mid-thirties. "You were the one who got my head turned around."

James believes the start of his success came during the summer that Chapter 1 "turned him on" to school.

As a freshman, I couldn't read at a fourth-grade level. All my grades were down. I didn't feel good about myself. I knew I needed help, but I was too embarrassed to speak up and let anyone know of my problem.

Then one day I had to take a test, and I was put in a great *program called Chapter 1 Reading. Now I'm able to sit in a classroom and not worry when a teacher calls on me to read out loud. I can relax and enjoy my classes and learn like everyone else. My confidence has improved. I know now that I am able to do anything that I set my mind to.*

CHAPTER 1 STUDENT

Perhaps Chapter 1's most priceless gift is confidence, the spirit that says, "I know now that I am able to do anything that I set my mind to." Lack of reading ability—or in the case of preschoolers, the lack of reading readiness—seems to go hand-in-hand with insecurity and a fear of failure that can become a self-fulfilling prophecy. Chapter 1 breaks the cycle.

One shy youngster, unready for school, was fortunate to have parents who were eager to join with the Chapter 1 teacher in helping her. She also benefited from having a teacher who used various methods, including dramatics, to teach reading. In the process of learning to read, Jenny discovered she liked to act.

Three years of Chapter 1 brought her up to grade level. As a junior high and high school student, Jenny took part in school dramatics. She is now attending a junior college and plans to go on to a four-year college to pursue a degree in communications. These steps should move her toward her goal of working in television.

The home and the school must work hand in hand. The teacher, the principal, the home, the school, the community—all work together for the advantage of the child.

RETIRED CHAPTER 1
TEACHER

In Chapter 1, children gain a friend as well as a teacher. Such a friend is Joseph, a Chapter 1 teacher who says that the happiest summers of his life were those he spent teaching Chapter 1 summer school.

Many of his students were migrant children. He visited their homes to tell their parents about Chapter 1. Many spoke little or no English, so he used simple imagery to tell them what school was all about. "Picture the child in the palm of your hand," he would tell them. "The thumb is the school; the fingers are the home, the teachers, the administration, the community.

"If one of these is missing, the hand cannot close to protect the child. If it doesn't have that protection, it doesn't succeed in the other parts of life. All the fingers must cooperate to give this child the best start he or she can get."

Now retired, Joseph keeps scrapbooks on his former Chapter 1 students. He follows their progress and sends them congratulations on promotions and other accomplishments.

Frequently he sees former students who have remained in the community, such as Toby, who came to him as a young Hispanic boy saddled with a physical handicap as well as a language handicap. Toby has now graduated from high school and works in a discount department store. Chris, a 28-year-old former migrant student, left college when his mother died so that he could help his brothers and sisters stay in school. All the children have graduated now, and Chris is working three jobs to help his sister and brother-in-law support their growing family. He recently bought a house.

One reason these young men measure up to big responsibilities is the friend who was their teacher in Chapter 1.

The reason my older brothers dropped out of school is that when they'd go back to Texas, they'd be so far behind that they wouldn't be able to catch up. Eventually, it got to them and they couldn't take it. They just dropped out of school.

COLLEGE STUDENT

It's a long way from Texas to Ohio. It's a longer way still for the son of a migrant agricultural worker to become a professor of forestry biology, but one young man is halfway there, with help from Chapter 1.

Migrant families begin arriving in northwest Ohio as early as April and stay as late as November. School districts that have heavy migrant populations make special provision through Chapter 1 to allow the children to keep up with their school work. In spring and fall, they attend regular classes and receive extra instruction as needed through Chapter 1. In the summer, there are daytime classes for students in preschool through the elementary grades. For older children whose labor is needed during the day, there are evening classes.

Marc, once a student in the Chapter 1 migrant program, graduated from Ohio State University with a degree in forestry biology. But that is not the end of his schooling. He intends to enter graduate school so that someday he can teach and direct environmental research at the university level.

Without Chapter 1, Marc believes, he might not be in school at all. Like his brothers, he would have found it too discouraging to be six weeks behind each year when he returned to his home school in Texas.

One of nine children, Marc is the first in his family to graduate from high school, not to mention college. "Sometimes," he says, "when I go back and tell my family what this long-range goal is that I have, it makes them . . . well, amazed . . . and happy."

It's difficult to know whether students are going to be at-risk or not when they're not reading. But with Chapter 1, I think we identify potential problems earlier.

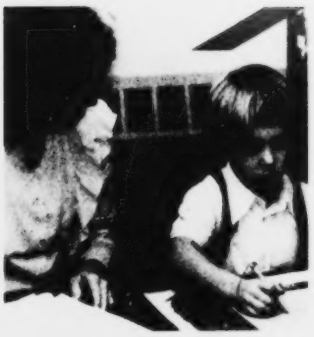
CHAPTER 1 COORDINATOR

One Ohio school district uses Chapter 1 to meet a unique challenge. It serves a larger percent of Amish students than any other public school district in the world. Nearly two-thirds of its students come to first grade speaking only "Pennsylvania Dutch," and they drop out after the eighth grade, because they belong to a religious order that considers further education unnecessary.

These Amish young people leave school to work on their parents' farms, and they revert to "Dutch" once they leave school. Yet English is the language used in school, and they must learn enough of the basic skills to operate their farms and function in an English-speaking world.

Because of their lack of facility with English, the Amish students automatically qualify for Chapter 1. But their lack of facility is no reflection on their intelligence. Despite the fact that they continue to speak "Dutch" at home, they do as well as their English-speaking peers in reading. On a recent evaluation, they did better than their English-speaking classmates.

Chapter 1 gives these youngsters a taste of success as they gain the knowledge they need to perpetuate their tradition.



We're looking more carefully at all children to see if they're ready, really ready, for kindergarten, and it has cut down on the number who have had to repeat kindergarten. So much is expected in first grade, now. Whether they can handle the work or not isn't a measure of their intelligence; it is a measure of readiness.

CHAPTER 1 PRESCHOOL TEACHER

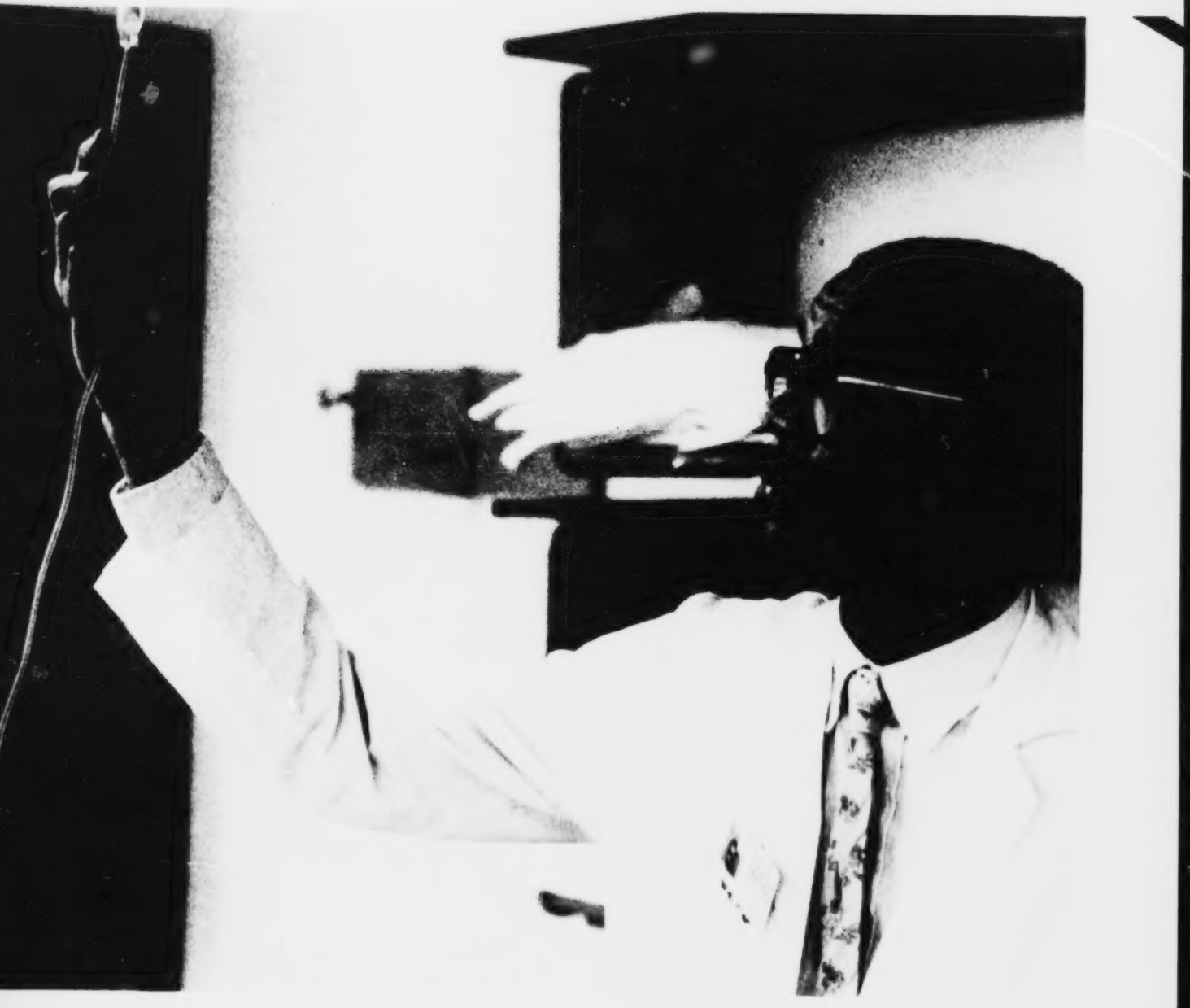
A number of Ohio school districts are putting their Chapter 1 dollars into prekindergarten and learning readiness programs for four-year-olds. One educator describes this thrust as "prevention rather than correction." Another tells parents, "This may be the biggest gift you ever give your child—another year to develop, another year to experience success." The aim is to have children ready for kindergarten, "so that when they go, they do not experience failure or frustration."

Some districts screen the entire population of four-year-olds. Those whose scores fall below a certain percentile qualify for Chapter 1 prekindergarten.

For five days a week, two and a half hours a day, the children are engrossed in activities that are so much fun that they learn without realizing it—numbers, letters, the concept of reading from left to right. Parents who were reluctant at the beginning of the year to have their preschoolers in school every day ask the program coordinator, "Please have me there next year during orientation so I can tell the parents that five days a week is not too much. The kids really love it."

Once "turned on" to school, many of these children go on to compile outstanding scholastic records. Some go into the academically talented and gifted track. "Alumni" include valedictorians, "Odyssey of the Mind" competitors, and honor roll and dean's list students. One young man turned down an opportunity to go to Annapolis. Tim chose to remain in Ohio, where he is now a research assistant in nuclear medicine at Ohio State University Hospital.

By preventing early failure, Chapter 1 frees children for a life of learning. The benefits to society are incalculable.



You must have language skills to learn to read. In our preschool, we work especially hard on language development.

CHAPTER 1 ADMINISTRATOR

Chapter 1 early childhood services can prevent inappropriate treatment for children with inadequate readiness skills. Jill, a little girl from a severely disadvantaged home, was so lacking in social skills and readiness that she was almost put in a class for learning disabled. Instead, she is now doing well in the regular classroom.

When they tested Jill as a four-year-old, educators could not tell whether her problems were due to her environment or if she was truly learning disabled. They decided to give her a year in preschool, hoping that time and maturity would reveal the appropriate diagnosis. It did. Between pretest and posttest, the little girl went from the sixth to the 99th percentile in language comprehension.

"We just could not get over how that little girl blossomed during the year," her preschool teacher says.

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I could recognize his potential when we had him in preschool. He just needed to know there was another life.

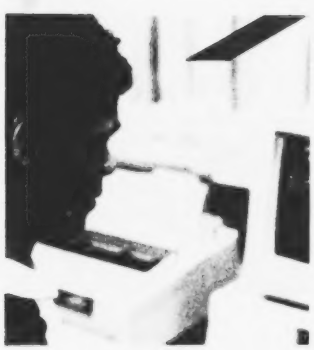
CHAPTER 1 ADMINISTRATOR

Sometimes a life's direction is pointed by Chapter 1. An observant, dedicated Chapter 1 teacher helped reverse the fortunes of one young man who seemed headed for trouble.

The youngest of a large family, Doug is the only one to have gone through school without a scrape with the law. His brothers and sisters have all been in and out of juvenile court and jail. He will be the first of his family to graduate from high school. Moreover, having been in Chapter 1 preschool, he will graduate a year early. He plans to enter the service.

Doug's Chapter 1 teacher followed his progress, letting his teachers know his story as he reached middle school and high school, so that they could encourage him. As a senior, he has a job, he's on the honor roll, and he belongs to a church and a youth group.

For Doug, there was "another life," and it started with Chapter 1.



One of the most rewarding things for me is to see a parent who is shy and uncomfortable in a school setting come in, get involved in Chapter 1, and begin to feel more comfortable with the other parents. Some of these parents go on to be leaders in parent advisory councils, PTA, and other school and parent groups.

CHAPTER 1 PARENT COORDINATOR

Children are not the only ones who learn from Chapter 1. Parental involvement is a key concept. Parent advisory councils give mothers and fathers a decision-making role in their children's education. Mothers, fathers, and grandparents are encouraged to come to class and participate in the instructional activities. Many parents serve as aides in Chapter 1 classrooms.

Often, their involvement does not end at the classroom door, or at the close of the school year, or even with their child's graduation. School may not have played a large part in their lives heretofore, but many of these parents become both learners and teachers.

This was the case with Janet, a Chapter 1 mother who agreed to serve on the parent advisory council of a major metropolitan school system. It was the beginning of a lifelong involvement with education that now touches three generations.

Janet (now a grandmother) received a grant to attend college, where she earned a bachelor's degree in community affairs and urban management. She has used her education to take a leadership role in the community, serving on school- and education-related committees.

As a Chapter 1 child, Janet's daughter started a family tradition. She went on to do well in school and now, with three children of her own, she is training to be a licensed practical nurse. She shares her mother's interest in education and attends Chapter 1 district advisory meetings with her. From one of these meetings she went to a hospital just in time for her youngest child—a "Chapter 1 baby"—to be born.

Later on, recalls the district's federal programs director, the child was brought to every meeting. "We watched him go through the various stages, and now he's in kindergarten."

Will this child qualify for Chapter 1? Probably not, says the director. His parents and grandparents have surrounded him with books and reading material all through his young life.

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GRAI

I am able to reach students who might not otherwise succeed in school. I love to see them go from non-reader to reader. Being a Chapter 1 teacher is a challenging job. It's exciting. It's a job that gives great rewards, some of them so internalized that I can't express them verbally.

CHAPTER 1 TEACHER

Helping as an aide in her children's Chapter 1 class launched a second career for one mother. Margaret had given up an earlier profession as a court stenographer to raise her family. When she came to school to help, she had never had a desire to be a teacher.

But serving in the classroom, she began to wish that she had more knowledge and more skill. Margaret returned to school and earned a bachelor's degree. Now, in addition to teaching full-time, she goes to school in the evenings to work on her master's degree—"because," she says, "I *really* like my work."

The Chapter 1 classroom is her school, too. "Each day that I report to work, I also learn a lot from my students," she says. "I'm a learning teacher as I'm a teaching teacher."

Margaret is an outstanding example, but she is not the only parent who has set new goals as a result of helping in a Chapter 1 class. There is the case of a mother who worked as an aide to Chapter 1 and gained the courage to find a job and get off welfare. Another parent started technical school to become a medical secretary.

ARSIT

I left an open-door policy, that if she needed someone to talk to, even though her son wasn't in the preschool program any more, she could come back to me and I would try to help.

CHAPTER 1 PARENT COORDINATOR

Chapter 1 in Ohio has produced countless stories of lives like those we have glimpsed here—lives changed through the gift of language, through the example of achievement, through caring teamwork that goes beyond the school walls and doesn't end with the school day or year or even with graduation. (This teamwork includes, in one district, even inmates of a local prison, who build equipment and donate money to the Chapter 1 class.)

We know that Chapter 1 works because we know that children receiving Chapter 1 reading instruction have gained an average of 10 NCEs (normal curve equivalents, which are units designed to measure Chapter 1 progress) and that those receiving mathematics instruction have gained an average of 16 NCEs. We know that Chapter 1 enables some 3,000 teachers to provide supplemental, individualized instruction in basic skills, and that thousands of parents have helped at both the district and building level.

The numbers are impressive, but the measurements that count are in people's lives: the shy first grader who becomes a star athlete or a confident medical technician; the little girl who could be tomorrow's television news anchorwoman; the young man "turned on" to a life of learning; the mother who returns to school so that she, too, can teach. In Ohio's Chapter 1 classrooms, they knew success, gained confidence, saw hope, raised their sights, and began the long process of learning the skills that would let them live their dreams—immeasurable gifts from a program that measures up to the best that has been hoped for it.

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